

eleven water reclamation and reuse projects and two desalination research and development projects. The projects would be subject to the following conditions:

No funds could be appropriated until a feasibility study is completed and the Secretary has determined that the nonfederal project sponsor is financially capable of funding the nonfederal share of the project's costs;

The federal government could not pay more than 25 percent of the total cost of constructing the water reclamation and reuse projects or more than 50 percent of the cost of the desalinization and research and development projects; and

The Secretary would not be authorized to provide funds for the operation and maintenance of any project.

5. Estimated cost to the Federal Government: Assuming the necessary appropriations, CBO estimates that enacting S. 901 would result in new discretionary spending totaling \$112 million for fiscal years 1997 through 2002. Additional spending of \$20 million would occur after 2002. Appropriations in fiscal year 1996 for water reclamation and reuse projects totaled \$20 million. Assuming appropriations of the needed amounts, the Bureau of Reclamation anticipates spending an average of \$30 million a year over the 1997-2007 period on projects that have already been authorized.

[By fiscal year, in millions of dollars]

	1996	1997	1998	1999	2000	2001	2002
SPENDING SUBJECT TO APPROPRIATION							
Spending Under Current Law:							
Estimated Authorization Level ^a	20	30	30	30	30	30	30
Estimated Outlays	20	28	30	30	30	30	30
Proposed Changes:							
Estimated Authorization Level		12	31	22	27	13	10
Estimated Outlays		9	25	22	27	16	13
Spending Under S. 901:							
Estimated Authorization Level ^a	20	42	61	52	57	43	40
Estimated Outlays	20	37	55	52	57	46	43

^a The 1996 level is the amount appropriated for that year.

The costs of this bill fall within budget function 300.

6. Basis of estimate: For the purpose of this estimate, CBO assumes that funds will be appropriated for all projects authorized by this bill and that spending will occur at historical rates for similar water projects. Some of the projects authorized in this bill are still in the study or design phase and will not be ready to begin construction for a number of years. Estimates of annual budget authority needed to meet design and construction schedules were provided by the Bureau of Reclamation. In all cases, CBO adjusted the estimates to reflect the impact of inflation during the time between authorization, appropriation, and the beginning of construction.

7. Pay-as-you-go considerations: None.

8. Estimated impact of State, local, and tribal governments: S. 901 contains no intergovernmental mandates as defined in the Unfunded Mandates Reform Act of 1995 (Public Law 104-4). CBO estimates that state and local governments, as nonfederal project sponsors, would incur costs totaling about \$370 million over fiscal years 1997 through 2006 if they choose to participate in these projects. Further, nonfederal project sponsors would probably incur some additional costs for feasibility studies and would pay for the operation and maintenance of these projects. Participation in these projects would be voluntary on the part of these nonfederal entities.

This estimate is based on information provided by the Bureau of Reclamation. We assumed that nonfederal project sponsors would contribute 75 percent of the cost of water reclamation and reuse projects and 50 percent of the cost of desalinization projects, as required by the bill.

9. Estimated impact on the private sector: This act would impose no new federal private-sector mandates as defined in Public Law 104-4.

10. Previous CBO estimate: On July 22, 1996, CBO prepared a cost estimate for H.R. 3660, a similar bill ordered reported by the House Committee on Resources. Differences in the estimated costs of the two bills reflect differences in the projects authorized and in the federal shares.

11. Estimate prepared by: Federal Cost Estimate: Gary Brown; Impact on State, Local, and Tribal Governments: Marjorie Miller; Impact on the Private Sector: Amy Downs.

12. Estimate approved by: Robert A. Sunshine (for Paul N. Van de Water, Assistant Director for Budget Analysis).

TOWARD A MORE LITERATE SOCIETY

• Mr. SIMON. Mr. President, five years ago today, the National Literacy Act of 1991 became law. In each chamber, legislation in support of literacy had received strong support from both sides of the aisle. In the Senate, our original measure passed in 1990 by a vote of 99-0. Literacy legislation was passed three times by the House. No issue is more important than basic literacy. No issue is less partisan. No issue is more compelling to our nation's ability to survive and flourish. The ability to read, write and speak in English, compute and solve problems is fundamental to functioning at home, on the job and in society. Literacy is an essential ingredient to ensure that each person realizes his or her full potential as a parent, a worker and a member of the community. A United States where every adult is literate is essential if our nation is to continue to compete in the global economy and be a responsible citizen of the world.

As important as literacy is for the nation, possessing basic literacy skills is also critical for the individual. The ability to read, do basic computations and think critically opens the door to endless possibilities and unleashes human potential. The lack of basic educational skills robs people of the opportunity to realize personal happiness and economic security. According to the National Institute for Literacy, which was established by the National Literacy Act, about half of the American workforce has reading and writing problems. This limits an individual's earnings and American productivity. Secretary of Education Richard Riley said it well: "Illiteracy is the ball and chain that ties people to poverty."

The images of illiteracy are powerful, the consequences are severe. How dangerous it is when someone cannot read instructions on a medicine bottle or a household appliance. How threatening it is when you cannot understand legal rights and responsibilities. How intimidating it must be when computing,

measuring or estimating is a mystery. How sad it is when a child's bedtime story must remain unread because a parent cannot decipher the symbols on the page. We have the power to change these disturbing situations. Literacy could be a part of the solution to many of our social problems.

It was in recognition of the significance and importance of literate citizenry, that the National Literacy Act became law. This legislation was designed to assist state and local programs to provide literacy skills to adult. It was the first national step toward reaching the goal that all Americans obtain the fundamental skills necessary to function effectively in their work and daily lives, and to strengthen and coordinate adult literacy programs across the nation.

The National Institute for Literacy (NIL) has already had many achievements including the establishment of the National Literacy Hotline and the National Adult Literacy and Learning Disabilities Center. The National Institute for Literacy manages the Literacy AmeriCorps program which has assisted families to improve their basic education skills. NIL has funded innovative state and local activities nationwide. The Institute also produces and disseminates timely information on adult education and family literacy practices.

Across the country, State Literacy Resource Centers (SLRC), authorized by the Act, meet a great need by fostering collaboration among literacy agencies and increasing local capacity to deliver literacy services. SLRCs have created linkages within the literacy community, but these linkages are threatened because of a lack of federal funds.

As our world becomes more complex, the need for literacy becomes greater and the skills needed continue to expand. Thanks to the National Literacy Act, our understanding of the magnitude of illiteracy has increased, and it is clear that sadly, there is still more to be done.

An immense need still exists. The most recent statistics available indicate that 80 percent of adults cannot synthesize information from complex material. More than 53 million Americans are unable to locate a single piece of information in a short text. More than 56 million Americans cannot do simple arithmetic. Millions of Americans are unable to locate, understand or use information from written materials; millions of Americans lack quantitative skills. That means they cannot complete a job application, or use a bus schedule, or complete a bank deposit slip.

Action is needed now if we are to achieve the national education goal: that by the year 2000, every adult American will be literate and will possess the knowledge and skills necessary to compete in global economy and exercise the rights and responsibilities of citizenship. I urge my colleagues to

support literacy programs through the appropriations process and through efforts to promote the achievement of literacy in their communities. Advancing literacy initiatives is a crucial investment in our future. ●

TRIBUTE TO ALEX MANOOGIAN, 1901-96

● Mr. LEVIN. Mr. President, on July 10, Michigan lost one of its greatest citizens, a very humble man of great wealth, an immigrant who embodied all that is good about America, a man of 95 years who still had plans to make life better for people.

Alex Manoogian came to this country in 1920 to escape the oppression of the Armenian people. A few years after his arrival, he founded what is today one of Michigan's most successful business firms, Masco Corporation. But it is the rest of the story that made Alex Manoogian a giant, not only in Michigan but in the United States and in the world, as well.

He touched the lives of young people with educational facilities here and abroad. Cultural and educational institutions in Detroit, Ann Arbor, Armenia and Jerusalem welcomed his generous endowments. If Armenians suffered in America, his adopted land, or in his homeland of Armenia, he was there to help. He founded the Armenian General Benevolent Union to address the catastrophes that befell his people.

The Supreme Patriarch and Catholicos of All Armenians came from Yerevan to preside at the funeral of Alex Manoogian. He described him as a Christian, an Armenian and an American. A Christian, whose deep faith kept him involved in the church for 80 of his 95 years—and he built St. John's Armenian Church in Southfield, MI, one of the most glorious edifices in our community with its golden dome that glows in the sunlight. An Armenian, who never forgot the persecution of his people and the need to continue to touch their lives. An American, who loved this country passionately and who gave back much, much more than he ever took.

I loved meeting with Alex Manoogian. He spoke simply, eloquently and with great intensity about those things that mattered to him. I will always cherish our many discussions. We will all miss him. ●

BOONDOGGLE FOR THE NRA

● Mr. SIMON. Mr. President, the Senate recently approved a Defense authorization bill for fiscal year 1997 that includes an indefensible allotment of tax dollars to a slightly camouflaged version of the earlier Civilian Marksmanship Program.

I have written on this subject in a column that is sent to newspapers in Illinois, and I ask that it be reprinted here to call the attention of my colleagues to this questionable line item.

The column follows:

AN INCOMPREHENSIBLE, IRRESPONSIBLE, BAFFLING BOONDOGGLE FOR THE NRA

(By Senator Paul Simon)

Buried in the annual Defense Department authorization bill is an outrageous gift of \$77 million that will benefit something called the Corporation for the Promotion Rifle Practice and Firearms Safety.

This corporation is the new "private" incarnation of the old National Rifle Association-backed Civilian Marksmanship Program. This program was intended to make sure people could shoot straight in case they entered the military. In recent years, however, it has simply funneled cash, weapons and ammunition to private gun clubs, thanks to the power of the NRA. Until a federal judge ruled it unconstitutional in 1979, gun clubs which participated in this program were required to be NRA members.

Under public pressure to eliminate this useless and wasteful program, Congress "privatized" the program last year.

In fact, the corporation is private in name only. When the corporation becomes fully operational in October of this year it will be given by the Army:

176,218 rifles the Army views as outmoded, but valued at \$53,271,002.

Computers, vehicles, office equipment and other related items valued by the Army at \$8,800,000.

146 million rounds of ammunition valued by the Army at \$9,682,656.

\$5,332,000 in cash.

Total totals \$77,085,658.

Our friends in the National Rifle Association strongly back this measure and it appears to be a boondoggle for them.

What the Army should do with outmoded weapons is to destroy them. Our government has a theoretical policy that it does not sell federally owned weapons to the public. The Civilian Marksmanship Program violates this policy, and the new corporation would continue to violate it.

Why we should be subsidizing rifle practice—which is the theory behind this—baffles me. Hardly any of those who will use the weapons will enter into the armed forces. The Defense Department did not request this.

I had never fired a rifle or handgun before entering the Army, and with minimal training I became a fair-to-good marksman.

Sen. Frank Lautenberg of New Jersey and I tried to eliminate this incomprehensible expenditure from the bill and we got only 29 votes for our amendment. The NRA still has power.

We should be reducing the numbers of weapons in our society, not increasing them.

A government policy of destroying weapons and not selling outmoded guns to the public is sound.

While rifles are not the primary weapons for crime—pistols are—some of those 176,000 weapons will get into the hands of people who should not have them. If 1 percent reach someone who is irresponsible, that is 1,760 weapons.

Let me in advance extend my sympathy to the families of the people who will be killed by these weapons. The will be needless victims of this folly. ●

MEMORIALIZING MICHIGAN VICTIMS OF TWA FLIGHT 800

● Mr. ABRAHAM. Mr. President, on behalf of Michigan I would like to express my deep regret at the loss of several Michigan residents who lost their lives in the explosion of TWA Flight 800 near New York. We still do not know what happened to flight 800, and therefore do

not yet know if there are culprits behind it who must be brought to justice. But we do know that the lives of fine people have been lost before their time.

Mr. President, six people with close ties to Michigan died in this crash. They were Courtney Johns, an 18-year-old Bloomfield Hills Marian High School graduate, headed for Paris on an exchange program. Dr. Ghassan and Mrs. Nina Haurani, citizens and parents in Grosse Pointe Shores, starting a brief European vacation. Celine Rio, an 11-year-old French girl returning to her home after a 3-week visit as part of a national cultural exchange program. Tracy Anne Hammer, a doctoral student in veterinary science and microbiology at Michigan State University, who was to give a speech on cardiac disease in doberman pinschers before a professional audience. And Elaine Loffredo, a Michigan native who gave up a career in nursing for the excitement of air travel.

Mr. President, these people touched the hearts of many around them, in Michigan and elsewhere. Courtney Johns was a class leader in high school who was headed to Villanova University in the fall. She leaves behind grieving friends and a family devastated by the loss of this young, promising life. Ghassan and Nina Haurani were known in their community as loving parents and good neighbors. Termed "joyous, giving people," they, too, leave behind them grieving friends and a family that will miss them terribly. Tracy Anne Hammer, traveling with her mother, was well on her way to a promising career, was, indeed to launch that career in France, when she was taken from us, her family and friends. Celine Rio, a young girl on the edge of adolescence, had learned about America and had gained a second family in the Winters, her exchange program hosts. Now the Winters and her many other friends in America must join family and friends in France in lamenting the loss of this young spirit. And Elaine Loffredo, who found such joy in air travel and in the people she met—I am told that meeting Mother Theresa was a highlight of her career—was taken from her husband and other family and friends, by this explosion.

Mr. President, these were fine people, leading fine lives until they were taken from us. I know I speak for my entire State of Michigan when I tell families and friends of those we have lost that we share their loss, and that our thoughts and prayers are with them. ●

WHITEWATER INVESTIGATION WAS A COSTLY PARTISAN GAME

● Mr. SIMON. Mr. President, the Special Committee To Investigate Whitewater Development Corporation And Related Matters recently transmitted its final report.

I have written about this costly, partisan game in a column that is sent to newspapers in Illinois, and I submit it